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ABSTRACT

This final report of a management consultant firm details 11 major recommendations to improve the public elementary and secondary school system in Wyoming. (1) The State should articulate objectives to serve as guidelines for public school education. (2) The State Department of Education (SDE) should be administered through a management-by-objectives approach. (3) The State superintendent of public instruction should be an appointive rather than an elective position. (4) Programs and services of the SDE should be modified to meet public school objectives and the needs of the Wyoming citizens more adequately. (5) The department should be structurally reorganized. (6) Utilization of the professional staff should be maximized. (7) Coordination among the school districts can be improved. (8) Within the districts themselves, minimum school unit size by attendance would improve the educational services of the districts. (9) Personnel positions and salaries should match responsibilities and compare with those in other States. (10) Multistate and intrastate educational agencies should cooperate. (11) The cooperation of educational organizations within Wyoming should be sought. [Exhibits on pp. 17a-17c may be of poor quality when reproduced in hard copy.] (LN)

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RECOMMENDED ORGANIZATION FOR
WYOMING PUBLIC ELEMENTARY AND
SECONDARY SCHOOL EDUCATION

WYOMING STATE DEPARTMENT
OF EDUCATION

Cheyenne, Wyoming

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

May 1969

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May 1, 1969

Mr. Harry Roberts
Superintendent of Public Instruction
Wyoming State Department of Education
State Capitol
Cheyenne, Wyoming 82001

Dear Mr. Roberts:

This letter brings to a close our present assignment for the State Department of Education. Our recommendations concerning the organization of the department are presented in this report. In addition, several recommendations for improving the operation of the department that are closely related to the organizational recommendations are set forth.

Work was completed in compliance with our proposal to you dated July 11, 1968. Final preparation of this report was delayed, with your approval, until after the completion of the 1969 session

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of the Wyoming State Legislature. Consequently, although much of the field work was completed several months ago, recommendations do take into consideration changes in the Wyoming education code resulting from actions of the 40th Wyoming Legislature.

This report contains 11 major recommendations, which are as follows:

- . Adopt objectives to serve as guidelines for public school education.
- . Consider administering the State Department of Education through a management-by-objectives approach.
- . Urge legislative action to make the state superintendent of public instruction an appointive rather than elective position.
- . Modify the programs and services of the department to meet the public school objectives of the department and the needs of Wyoming citizens more adequately.
- . Modify the organization of the department.
- . Make maximum use of professional staff personnel.
- . Encourage coordination among districts under the Cooperative Services Act of 1969.
- . Recommend guidelines for determining attendance areas to officials of reorganized units.

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- . Urge the legislature to establish, for State Department of Education positions, salaries which are more equitable with those paid in other states and more commensurate with the level of responsibility.
- . Continue to explore opportunities for expanding and improving public education through cooperative multi-state programs.
- . Solicit the assistance of the Wyoming Education Association, the University of Wyoming, community colleges, and other agencies and organizations to improve Wyoming public education.

Details of these recommendations and several supporting recommendations are contained in the text of this report.

Implementation of the recommendations contained in this report should provide a major step in improving the public elementary and secondary school education in Wyoming on the basis of the previously published identification of state-wide needs. These recommendations are complementary and supplementary to changes in the education code that were recently enacted by the State Legislature. Together they represent direction and the foundation for providing sound, efficient, and effective education for youth in the state at the least required cost.

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Residents of the state are in a unique position to make historic improvements in their state-wide public school system. With effective leadership of the Department of Education and exceptionally strong participation by laymen on working committees and in the legislature, much can be accomplished in the months ahead. Enlightened actions of the legislature and implementation of recommendations set forth in the report are, however, but initial steps. They provide only the overall structure for constructive and needed improvements. The State Department of Education has four primary tasks that should receive immediate attention. Undertaken simultaneously, these tasks should be as follows:

- . Assist local school officials in reorganization of local school districts under the 1969 school reorganization legislation.
- . Implement recommendations contained in this report.
- . Complete the comprehensive master plan for public elementary and secondary school education, including detailed plans for public school and post-high school vocational-technical education.
- . Install a total management information system.

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We have appreciated the opportunity of working with officials of the department, the citizens' advisory committee, and the many other groups and individuals on this challenging assignment. Their individual and collective assistance and contributions were instrumental in the completion of the project. We will, of course, be pleased to assist department officials in their continued efforts, as appropriate.

Very truly yours,

Booz, Allen & Hamilton, Inc.

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**RECOMMENDED ORGANIZATION FOR
WYOMING PUBLIC ELEMENTARY AND
SECONDARY SCHOOL EDUCATION**

RECOMMENDED ORGANIZATION FOR
WYOMING PUBLIC ELEMENTARY AND
SECONDARY SCHOOL EDUCATION

Public education in Wyoming is primarily a state function and responsibility. However, in practice, broad authority has been delegated to local school officials for management and operation of local administrative units. The Wyoming State Department of Education serves as a leadership and regulatory agency for the state system of public education.

Volume I of this project identified the priorities of present and anticipated future needs for improving elementary and secondary school education in Wyoming. This volume sets forth recommendations for improving the organization of both the State Department of Education and local school units to satisfy the identified needs.

1. ADOPT OBJECTIVES TO SERVE AS GUIDELINES FOR PUBLIC SCHOOL EDUCATION

All educational programs and services should be consistent with articulated objectives. According to findings reported in Volume I of this study, institutional education in Wyoming is carried on through public and private organization units whose common purpose is to meet both the general and specialized education needs of people.

Although the objectives of these individual organization units vary, the education system as a whole is expected, by residents of the state, to be directed toward the attainment of identifiable basic objectives.

These objectives are:

- . To provide equal educational opportunities without regard to race, creed, religion, or place of residence.
- . To provide educational opportunities for the development of knowledge and skills necessary to live in a democratic society.
- . To provide educational opportunities which develop the abilities of each individual.
- . To provide educational opportunities to help meet the needs of Wyoming and the nation.

Elementary and secondary education operations in Wyoming consist of a number of organization units, both public and private. The education is funded by numerous sources and provides both general and specialized programs and services for youth of the state through completion of grade 12 or termination of schooling at age 16. Its objectives are:

- . To provide opportunities for pupils to develop proficiencies in reading, writing, and mathematics.
- . To develop in pupils the capacity to reason independently and to make sound and rational decisions.
- . To help develop in pupils the basic morality and self-discipline required of citizens in a democratic society.
- . To provide pupils with an opportunity to develop understanding and appreciation of the American system of government.

- . To provide pupils with an understanding of the private enterprise system and its importance to the American way of life.
- . To permit pupils to gain an understanding of the history and traditions of the United States and the state of Wyoming.
- . To permit students to obtain an understanding of life in other nations of the world.
- . To provide pupils an opportunity to develop creative talents, appreciation of arts, and self-expression within the limitations of institutional education.
- . To assist pupils who so desire to gain useful vocational skills.
- . To offer programs which enable pupils to develop their bodies and acquire good habits of health and hygiene.
- . To contribute to the development of a society which is mentally and physically competent in a complex and ever-changing world.

Wyoming public post-high school education is comprised of that in the University of Wyoming and the two-year community colleges. Although objectives of the institutions vary, in general they are:

- . To provide programs of post-high school education in the various disciplines to assure maximum intellectual development of students.
- . To establish and maintain standards of excellence which will enable students to obtain an education which compares favorably with that provided in leading public and private, two- and four-year colleges and universities.
- . To provide graduate programs in disciplines which contribute to the development of Wyoming resources.
- . To develop citizens with professional capabilities and skills to help meet the needs of Wyoming and the nation.

- . To develop state, national, and international leaders.
- . To assist in identifying and nurturing creative talents.
- . To provide appropriate research programs to contribute to existing knowledge, to help attract and retain the services of superior teaching talent, and otherwise to assist in the development of Wyoming and the nation.
- . To provide appropriate state and local services and programs.
- . To coordinate efforts to ensure the best possible utilization of funds available for college and university education.

The objectives for the department should provide sufficient guidelines for the operating policies and practices of all department activities. If used properly, they can furnish the direction, continuity, and thrust necessary to provide the best possible educational opportunities to each enrollee in the public schools within the resources available. In addition, they can provide the basis for the State Board of Education and the State Legislature to assess more objectively the efforts and needs of the department.

Exhibit I, following this page, shows recommended objectives for the department, based upon findings from this study. These or modified objectives for the State Department of Education should be adopted by the State Board of Education upon the recommendation of the state superintendent of public instruction.

EXHIBIT I (1)
WYOMING STATE DEPARTMENT OF EDUCATION
RECOMMENDED STATEMENT OF OBJECTIVES

BASIC OBJECTIVES:

- . To see that equal educational opportunities are provided to youth of the state without regard to race, color, creed, economic status, social status, or place of residence.
- . To provide leadership and coordination to public elementary and secondary education in Wyoming.
- . To provide direction and counsel to the state officials, local school officials, and other school personnel responsible for public elementary and secondary education.
- . To see that national and state laws regarding elementary and secondary school education are upheld.
- . To encourage local school officials to upgrade, to the maximum reasonable extent, the scope and quality of education provided.
- . To see that local school districts meet at least minimum standards in providing education opportunities for youth residing in the geographic area for which district officials are responsible.
- . To provide services within the department to assist local school officials in district management and operation as well as in instruction.
- . To organize and staff the department to fulfill statutory requirements and to provide programs and services which can best and most economically meet public elementary and secondary school education needs.
- . To organize and staff the department to fulfill statutory requirements and to provide programs and services approved by the state superintendent of public instruction and the State Board of Education.
- . To maintain those school records and documents necessary for decision-making.
- . To review and recommend appropriate modification of legislation required to permit elementary and secondary school educational programs and services throughout the state to meet the needs of Wyoming's youth.

PROGRAMS AND SERVICE OBJECTIVES

- . To identify the needs of youth of the state for specific elementary and secondary school programs.
- . To develop and maintain current comprehensive short-term and long-range plans for public elementary and secondary school education in the state.
- . To identify and inventory all public elementary and secondary school programs and services that are offered in each local district.
- . To provide, or contract or otherwise arrange, for programs and services which cannot be provided effectively or economically by each local district.
- . To provide leadership and counsel to local district officials and other state personnel.
- . To ensure that at least minimal skill and knowledge level standards are established by local school districts.
- . To sponsor or otherwise arrange for in-service programs to upgrade public elementary and secondary school education in Wyoming.
- . To work closely with other public and private agencies and institutions in Wyoming and in other states, to improve programs and services.
- . To coordinate or otherwise arrange for coordination of public elementary and secondary school programs and services provided jointly by two or more local school districts.
- . To coordinate or otherwise arrange for coordination of programs and services provided jointly by two or more local school districts and other public or private agencies.
- . To provide information which is necessary to maintain and improve existing public elementary and secondary school education in Wyoming to federal government agencies, other state agencies, the state legislature, and local school districts.
- . To conduct the research necessary to ensure that its recommended programs are sound.

ENROLLMENT OBJECTIVES:

- . To establish enrollment standards for school districts and attendance areas.
- . To establish enrollment standards for classes and courses for which state funds will be available.

ORGANIZATION AND STAFFING OBJECTIVES:

- . To recommend a plan of organization for public elementary and secondary school education which will provide the best possible educational opportunities for youth of the state at the least required cost within legal and financial constraints.
- . To establish and maintain a plan of administrative organization and staffing pattern of the department which is efficient and effective for the conduct of department responsibilities.

ORGANIZATION AND STAFFING OBJECTIVES: (Continued)

- . To develop and maintain sound and effective personnel administration standards and systems for the department and individual school districts.
- . To attract, employ, and retain the services of the best qualified personnel available for all department positions.
- . To see that personnel employed by school districts meet at least minimum professional standards.
- . To assist, as appropriate, institutions that are preparing personnel for employment in public schools, as well as officials of local school districts, in programs and services which will improve the performance of public school employees.

FACILITIES OBJECTIVES:

- . To provide facilities which accommodate efficient and effective performance of department activities at the least required necessary cost.
- . To provide local school districts with recommended minimum general construction standards for new facilities.
- . To establish minimum facility standards for public elementary and secondary schools in Wyoming.
- . To see that facilities, including land, buildings, and equipment of local schools, meet at least minimum facility standards.

FINANCIAL OBJECTIVES:

- . To make certain that effective and economical use is made of funds expended for public elementary and secondary school education.
- . To establish and maintain sound fiscal standards and policies for all public elementary and secondary school education in the state.
- . To develop and maintain a control system for surveillance of fiscal operations of the department and of local school districts.
- . To analyze and project periodically the short-term and long-range future financial needs for public elementary and secondary school education in the state.
- . To conform to legal requirements of the State of Wyoming and the federal government in the obligation, use, and audit of funds for which the department is responsible.

EXTERNAL RELATIONS OBJECTIVES:

- . To provide the governor, the State Legislature, the Board of Education and other appropriate officials with adequate information regarding the needs of public elementary and secondary school education throughout the state and plans for meeting these needs.
- . To maintain sound working relationships with relevant agencies of the federal, state, and local governments and other educational organizations.
- . To keep the public informed of both general and specific needs and opportunities for public elementary and secondary school education in Wyoming.
- . To cooperate with other public and private agencies, organizations, and institutions which have responsibility for education in Wyoming.

Periodically, the State Department of Education should report progress toward the attainment of objectives. The state superintendent of public instruction should review the board's objectives for the department and suggest modifications, additions, and/or deletions if and when objectives are attained or changes are necessary to reflect more appropriately the needs or aspirations of the people of the state.

2. CONSIDER ADMINISTERING THE STATE DEPARTMENT OF
EDUCATION THROUGH A MANAGEMENT-BY-OBJECTIVES
APPROACH

The objectives of the State Board of Education and the Department of Education can provide the basis and direction for management of the department. However, to do so successfully will require a high degree of management expertise. Therefore, the state superintendent should initiate an in-service program for department personnel to gain familiarity with both the theoretical and the operational aspects of the approach.

In general, management by objectives (MBO) involves:

- . Supervisors and subordinates at all management levels meet and establish expected results (goals) of the subordinates for a specified period of time (e. g., four months, six months, etc.).
- . The established goals of the subordinate supervisor should be related directly to the achievement of organizational goals.
- . The subordinate and superior meet at the end of the specified period of time to evaluate the anticipated and actual achievement of goals.

For the department to function successfully using the MBO approach will require following a number of sequential steps. The necessary steps are as follows:

- . Adoption of department objectives by the State Board of Education.
- . Delineation of five-year department goals by the state superintendent to accomplish specific department objectives.
- . Identification of a five-year plan of action to accomplish department objectives.
 - Each unit should identify five-year goals and plans subject to the approval of section officials.
 - Each section should identify five-year goals and plans subject to the approval of office officials.
 - Each office should identify five-year goals and plans subject to the approval of division officials.
 - Each division should identify five-year goals and plans subject to the approval of the state superintendent.
- . Determination of specific one-year plans for the department and respective division, office, and section organization subunits.
- . Adoption of quantified criteria for evaluating the progress of the department and each organizational subunit.
- . Review of progress by appropriate department officials at the end of the period of time in which results are expected.

Success in using the MBO approach is dependent upon (1) a high level of commitment to the approach by department officials and (2) sound judgment in putting the concept into practice. To accomplish this, department officials should plan such actions with care.

3. URGE LEGISLATIVE ACTION TO MAKE THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION AN APPOINTIVE RATHER THAN ELECTIVE POSITION

The authority and responsibility of the Wyoming state superintendent of public instruction are extremely broad. By Wyoming law, the state superintendent is to exercise general control and supervision of public school education and the educational interests of the state. Specifically, the state superintendent's role in public education extends to:

- . Determining state-wide public elementary and secondary school educational needs.
- . Identifying the nature and scope of programs and services which should be provided by the State Department of Education.
- . Providing overall direction to the allocation of state resources for public elementary and secondary school education.
- . Providing leadership in educational research conducted by the department and local school units when state resources are used.

- . Assuming an active, positive role in relating public elementary and secondary school education with other sectors of public and private education.
- . Maximizing the utilization of resources available through federal educational assistance programs.
- . Ensuring maximum utilization of all resources for which the department has responsibility.
- . Establishing and maintaining a plan of organization and staffing pattern to fulfill responsibilities of the office of chief state public school executive.
- . Enforcing rules and regulations of the State Board of Education and the Department of Education.
- . Maintaining familiarity with Wyoming post-high school educational programs.
- . Assisting the state board in the performance of its duties and responsibilities.

The nature and scope of these responsibilities are of such magnitude and importance that the position of state superintendent of public instruction should be removed from partisan politics of the state. Making the state superintendent an appointive position is justified because it eliminates the necessity for an incumbent to solicit voter support while in office and when endorsing and implementing plans and programs which should not be unduly influenced by political considerations. Furthermore, as long as the position of state superintendent is subject to partisan political pressures, the morale of the professional staff will be jeopardized if judgments

which do not take sound educational practices into consideration are rendered. Public education in Wyoming should be directed and influenced by the educational aspirations and needs of the Wyoming populace, not by the endorsement of partisan political organizations.

The organization structure for appointing the state superintendent of public instruction presently exists. The state superintendent of public instruction should be appointed by the State Board of Education for an indefinite period of time, subject to annual formal review by the board. The selection should be made on the basis of professional qualifications and demonstrated leadership rather than political abilities.

Seven members of the nine-member State Board of Education are appointed by the governor to serve six-year staggered terms. By state statute, the state board is composed of at least one person from each judicial district and on a county rotation basis. In addition, not more than five members of the board can be from one political party. Consequently, the citizens of the state can be represented by the board in the process of selecting the state chief school executive without subjecting the state-wide public educational system to influences of political partisanship every four years.

4. MODIFY THE PROGRAMS AND SERVICES OF THE
DEPARTMENT TO MEET THE PUBLIC SCHOOL
OBJECTIVES OF THE DEPARTMENT AND THE
NEEDS OF WYOMING CITIZENS MORE ADEQUATELY

Programs and services of the department can be divided into three broad categories:

- . Support services directed toward meeting the needs of local school units, such as instructional assistance, curriculum development, and special education.
- . Programs and services which are responsibilities of the department, including such activities as appraisal of local school units, statistical services, comprehensive planning, certification of teachers, and administration of the state's foundation program.
- . Direction of certain special programs covering education and training for vocational rehabilitation, the deaf, blind, and other seriously handicapped.

(1) Continue To Place Increasing Emphasis on Support
Services to Local School Units

In recent years, the department has placed greater emphasis on providing direct assistance to local school districts. Unless the objectives of the State Board of Education vary significantly from those shown in Exhibit I, the department should continue to expand these services, covering the following areas.

- . Instruction
- . Special education
- . Adult education

- . Vocational education
- . Instructional media
- . Pupil-personnel services and guidance
- . Teacher education and certification
- . School facilities planning
- . Plant maintenance and operation
- . Finance and accounting
- . School food services
- . School transportation and safety
- . Civil defense
- . Federal assistance programs

Although department personnel should be available upon request of local school officials, emphasis should be placed on organizing and conducting in-service seminars and workshops on a regularly scheduled basis. The frequency and nature of such programs should be determined by department officials on the basis of priority needs in order to meet new and changing requirements.

(2) Assume a Greater Leadership Role in State-Wide Educational Planning

Current and foreseeable future requirements will place additional stress on the education of youth in Wyoming. On the basis of the identification of public school education needs in the state, two requirements have particular relevancy for state school officials: (1) to improve and equalize public education programs and services throughout the state; and (2) to increase and utilize more effectively funds expended for public education in Wyoming.

To cope with diverse and increasing demands for public education and to utilize resources in the most effective manner possible, the department should develop an overall master plan for public education in the state. On the basis of the identified needs and recommended objectives for public education, a plan should be directed toward developing answers to questions concerning the following areas:

- . Educational programs and services - What instructional programs, research activities, and service functions will best meet objectives and needs? What ranges and intensity of programs and services are required? What curriculum content and instructional organization and methods are most appropriate?
- . Educational organization - What abilities, knowledge, and skills are required to conduct selected programs and services? How can these required abilities, knowledge, and skills best be translated into a purposeful and effective organizational vehicle?
- . Educational staffing - What numbers, kinds, and qualifications of teachers, support personnel, and administration are required to enable local school units to conduct programs and services most effectively and economically?
- . Educational training - What operating and capital funds are required to provide necessary programs and services? Can the level of existing funding be better utilized without affecting adversely the number and quality of programmed services?

Once clearly articulated, the overall state plan for public education should be reviewed annually by the department to ascertain if it continues to meet the changing needs of Wyoming citizens adequately. The plan

should also serve as a guide for legislative proposals and actions taken by the department.

(3) Continue To Exercise Discretion in Sponsoring Research Activities

Brief analysis of state educational research activities indicates that generally sound judgment has been exercised in the selection of research projects. State officials should continue to exercise discretion in undertaking basic research activities. The field of educational research is too broad and the state's public educational needs are too numerous and diverse for the department to assume responsibility for any but the highest priority research programs.

Department officials should continue to:

- . Urge appropriate organizations to undertake research which is germane to the development of new approaches and techniques for improving public education.
- . Keep abreast of research being undertaken in the field.
- . Evaluate, disseminate, and assist in the implementation of research results that are practical and provide assistance in meeting needs of local school units.
- . Assist local units in implementing research findings which have implications for public education in Wyoming.
- . Fulfill these roles in educational research activities by identifying public education issues, questions, and problems which should be of greatest value to public education in the state.

- . Work on problems of mutual interest with researchers of the University of Wyoming, regional, state, and local public research agencies, foundations, and commercial and private research organizations.
- . Render assistance to other educational researchers within the limitations of the department's resources.

(4) Develop More Fully the Department's Educational Statistical Data and Information System

Much of the department's future success in providing effective leadership in Wyoming education will be dependent on its capacity to meet informational requirements. To do so, the department should give much greater emphasis to educational data requirements of local units, the department, and other appropriate organization units. A refined information system is necessary to (1) plan for public education at both state and local levels, (2) identify potential public education problems in advance, (3) exchange data with other states and agencies in developing approaches and solutions to common problems, and (4) provide other organization units within the department with information required for responsible and sound decision-making.

Prior to collecting data, the uses of the information and the format, techniques, and schedules for reporting and compiling information should be thoroughly planned, as was outlined on pages 84 to 86 of Volume I of this study.

(5) Continue To Improve Vocational Rehabilitation Services
as Long as the Department Has Responsibility for
Vocational Rehabilitation

Some authorities believe that state vocational rehabilitation services should be provided by a health and/or welfare agency of the state government rather than by the State Department of Education. However, this determination for Wyoming is beyond the scope and nature of this assignment.

To maintain a sound vocational rehabilitation program, the department should continue to:

- . Determine as precisely as possible the total needs of the state for vocational rehabilitation services by major case categories.
- . Estimate the total financial requirements to meet the state's needs for vocational rehabilitation services.
- . Identify the highest priority programs required to meet the state's vocational rehabilitation needs.

A comprehensive plan to meet present and foreseeable future vocational rehabilitation priority needs, based upon assembled data, should be developed and recommended to the legislature. The plan can be a part of the master plan for public education; however, it should be clear that the two programs are related only indirectly.

(6) Extend Educational Services of the Department to All Those State Institutions Responsible for Youth Who Are from Five Through Seventeen Years of Age

The state superintendent of public instruction should enlist the support of directors of state institutions in upgrading education for youth assigned to the state institutions. The state superintendent of public instruction should urge the state legislature to provide state funds for the education of youth who are from five through seventeen years of age in the state's institutions at a financial per-pupil level at least commensurate with that provided to local school units.

The State Department of Education officials should assist administrators of state institutions in providing education of the highest quality possible. Initially, this assistance should include program development, in-service training of teachers, program supervision, and special education and vocational counseling services.

5. MODIFY THE ORGANIZATION OF THE DEPARTMENT

An effective plan of organization should develop from and be parallel to its objectives and programs. The plan of organization of the State Department of Education should:

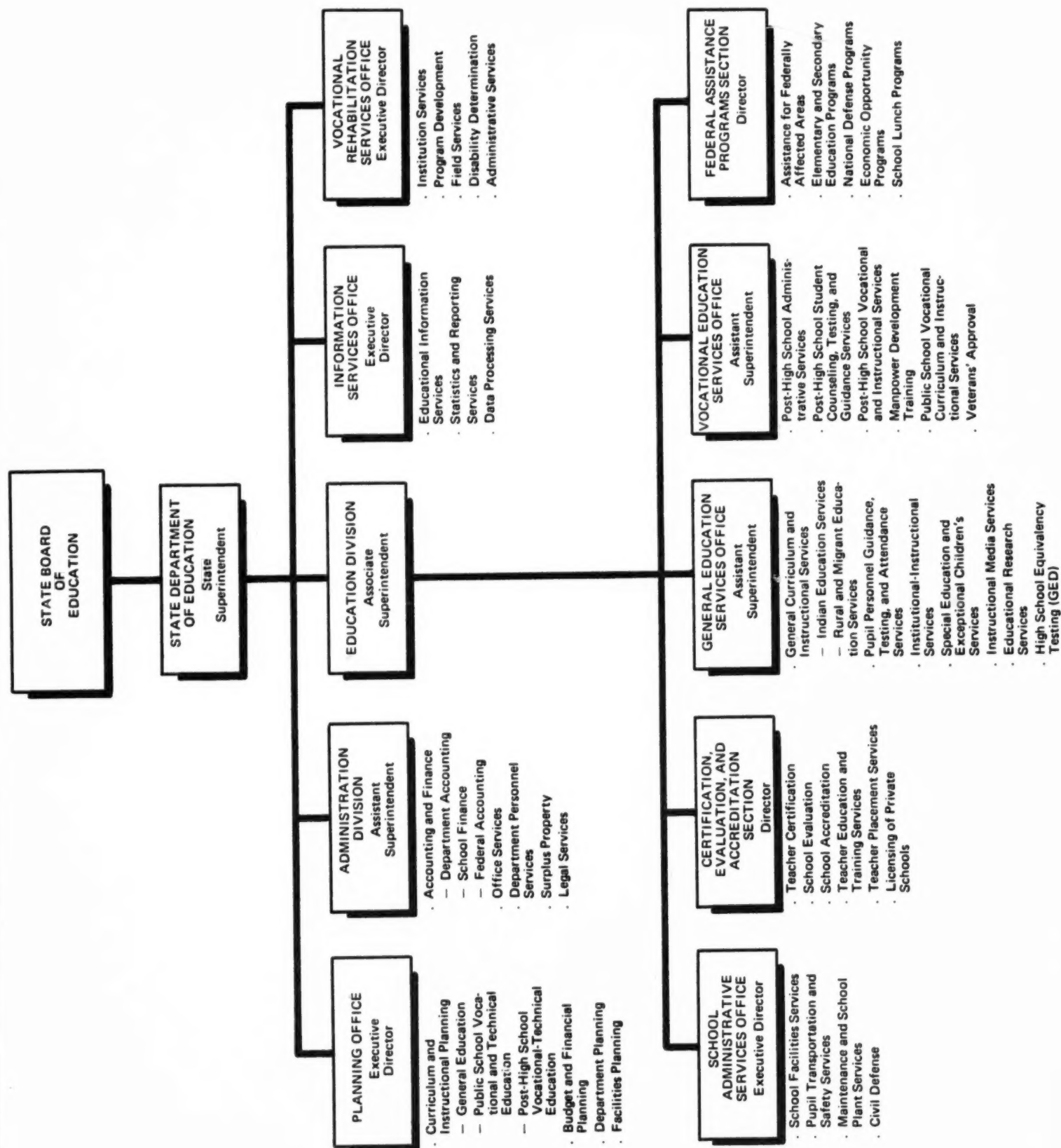
- . Promote cooperative working relationships.
- . Facilitate internal communications.

- . Provide for all essential programs, services, and activities.
- . Group related programs and services to provide unity of command.
- . Assign clear responsibilities for each organization unit and each position.
- . Indicate reporting relationships of each position.
- . Assign to each position responsibilities of reasonable scope.

To fulfill its purpose, the plan of organization should be structurally sound but sufficiently flexible to accommodate changing requirements caused by the department's development and changes in the programs and services.

The organization of the department will determine, to a large extent, how effective state officials will be in (1) providing educational leadership, programs, and services for which they are responsible; (2) utilizing professional and financial resources; and (3) accomplishing their objectives. Thus, the organization structure is a basic factor in the effectiveness of the department officials in performing their functions. The recommended plans of organization are shown in Exhibits II, III, and IV, following this page. In addition, the following paragraphs set forth, in narrative format, specific recommendations for organizing the department to meet the purposes of the department and the public school needs of state residents most effectively.

EXHIBIT II
WYOMING STATE DEPARTMENT OF EDUCATION
RECOMMENDED PLAN OF
TOP LEVEL ORGANIZATION



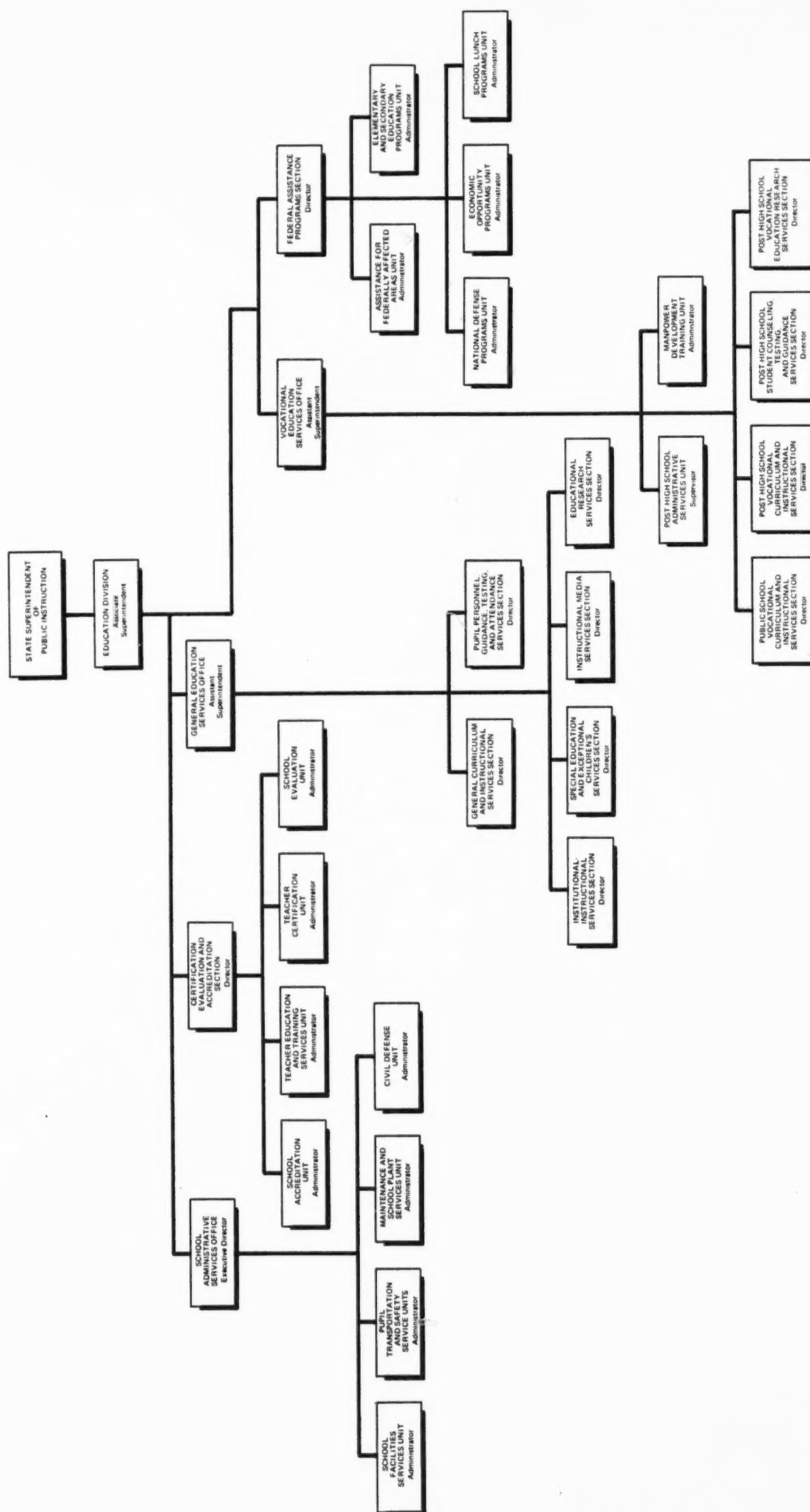
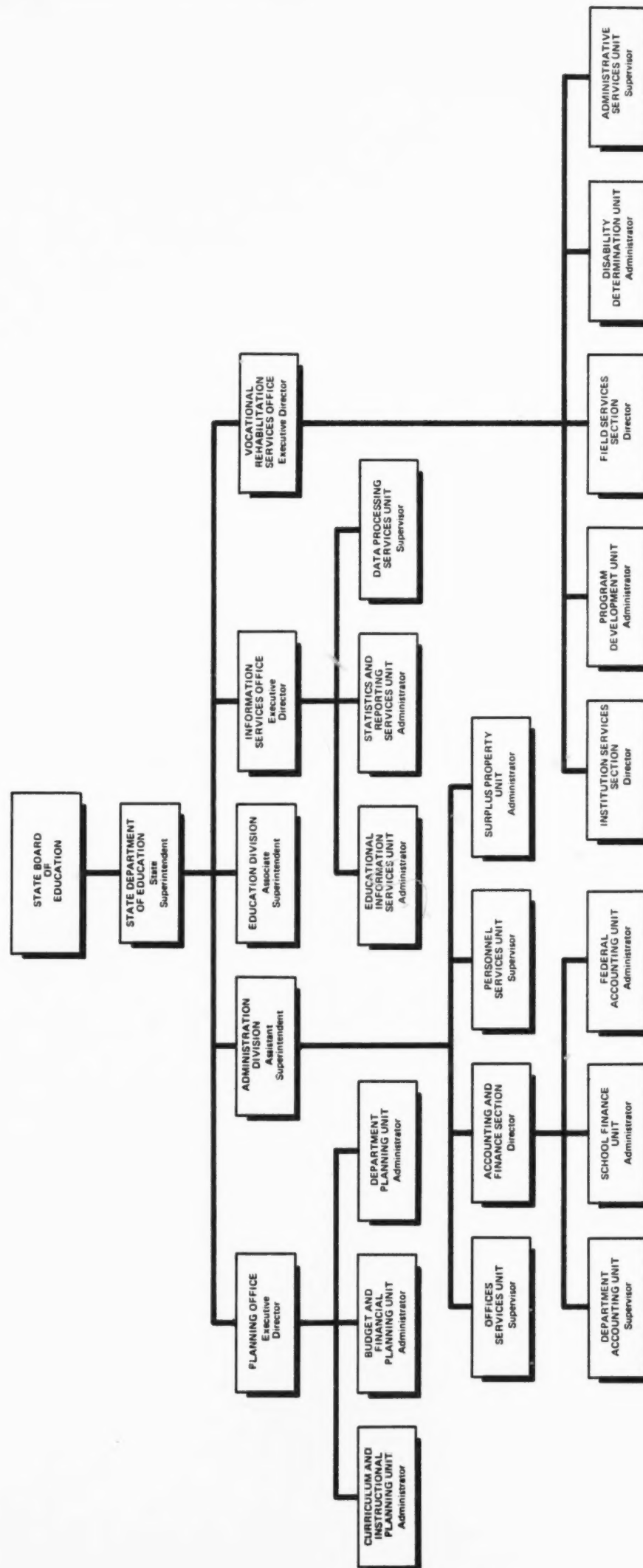


EXHIBIT IV
 WYOMING STATE DEPARTMENT OF EDUCATION
 RECOMMENDED ORGANIZATION OF
 SUPPORTING UNITS



(1) Plan the Organization Structure To Accommodate Major Programs and Services That Are Necessary for the Department To Attain Its Objectives

Eight major programs and services can be identified as necessary for the State Department of Education to attain the objectives recommended in this report. These programs and services are designed to:

- . Provide instructional and student guidance services to local school units to assist in improving the quality of education throughout the state.
- . Provide regulatory services through certification to ensure compliance of local school officials with state standards.
- . Provide consultative services to improve the management of school units.
- . Assist local school units in participating in federal assistance programs and in fulfilling the responsibilities of the department for these programs.
- . Administer a vocational rehabilitation program to provide rehabilitation services directly to the handicapped.
- . Establish and maintain long-term plans to meet the requirements of the state public school educational system.
- . Provide administrative services, such as budgeting, accounting, and personnel, to provide necessary support to department management.
- . Provide information and statistical data to meet the needs of public officials, citizens, and other organizations and agencies.

The first four activities cited are directed toward servicing local school units, the fifth is an operational program, and the last three are services to support other activities of the department. An effective plan of organization must properly interrelate these eight major programs and services.

(2) Give Titles to Units of the Organization and Positions To Reflect the Relative Significance of Each in Achieving Department Objectives

A relatively large number of organizational entities are necessary to execute the various programs and services of the department. They should be given titles that are descriptive of their relative importance and of the responsibility assigned to positions within the units. The titles should facilitate internal communications by serving as one indicator of reporting relationships within the department. They should not, however, serve as the basis for compensation. The following titles are recommended for organization units:

- . Division - a vital program or service making a direct contribution to the department's objectives. Associate or assistant superintendents should head divisions.
- . Office - an important but not vital program or service that contributes to the department's objectives. Offices should be headed by assistant superintendents or executive directors.

- . Section - a significant function related to program execution within a division or office. A section should be headed by a director.
- . Unit - a function or an activity within a division, office, or section headed by an administrator or supervisor.

(3) Organize Department Affairs into Five Primary Organization Units Reporting to the State Superintendent

Functions of the State Department of Education should be grouped into five organization units, as follows:

- . Education division
- . Administration division
- . Planning office
- . Information services office
- . Vocational rehabilitation services office

The recommended plan should group interrelated activities of the department by function, with a logical hierarchy providing single direction at the top of each functional unit of the organization.

(4) Group Primary Educational Services Responsibilities to Local School Units into an Education Division Under the Direction of an Associate Superintendent of Public Instruction

The control and continuity of the department's services to local school units, except for school financial counsel, should be consolidated in the education division under a single top level administrator reporting

directly to the state superintendent. School financial counsel should be assigned to the accounting and finance section. The education division should be divided into five major program areas:

- . General education services
- . Vocational education services
- . Certification, evaluation, and accreditation
- . School administrative services
- . Federal assistance programs

The recommended plan of organization for the education division will require close cooperation and continuity of effort among the five major organization units, particularly between the general education services office and the vocational education services office. The soundness of the public education program in Wyoming and the best possible utilization of available funds in the state are dependent upon the integration of general and vocational education programs and services to the fullest extent possible by both state and local officials.

Because of their relative importance in the total education system, vocational program services should be elevated in the organization, given major office status and headed by an assistant superintendent. However, in so doing, responsibility for coordinating public school general education and vocational education programs and services will become a major responsibility of the associate superintendent. These two programs in the public schools must not be permitted to operate independently.

The office of vocational education should utilize the services of the general education office for public school pupil personnel and guidance services, special education and exceptional children's services, institutional media services, and educational research services. Vocational curriculum and instructional services should be the only function for public school youth provided within the office of vocational education.

However, vocational education responsibilities also extend to the post-high school level. The recommended plan of organization for the vocational education services office includes five organization units with the responsibility for specific post-high school vocational educational services. They are:

- . Post-high school vocational curriculum and instructional services.
- . Post-high school administrative services.
- . Manpower development and training.
- . Post-high school counseling, testing, and guidance services.
- . Post-high school vocational education research services.

Post-high school vocational education program planning is under the jurisdiction of the planning office.

The recommended organization of the education division includes three major support groups for the two education offices. They are:

- . Certification, evaluation, and accreditation section
- . School administrative services office
- . Federal assistance programs section

The certification, evaluation, and accreditation section should continue to be the primary regulatory unit of the department. Recommended organization units within the section are:

- . School accreditation
- . Teacher education and training (teacher placement should continue to be a functional assignment of the unit)
- . Teacher certification
- . School evaluation

A new office for school administrative services should be established to provide counsel and assistance to administrators throughout the state. As was previously noted, the only primary administrative service not recommended for this organization section is the school financial counsel, which is assigned elsewhere in the overall plan of organization.

The third major support section of the education division should be assigned responsibility for federal assistance programs. The primary responsibility of this section should be to serve as liaison between federal funding agencies and local school units.

(5) Provide Greater Emphasis and Continuity to the Department's Administrative Services by Establishing an Administration Division

The scope of functions and magnitude of responsibilities of the department justify changes in the organization for business and financial affairs. All administrative services of the department and counseling activities provided to local school units should be grouped into an administration division, headed by an assistant superintendent who should report directly to the state superintendent.

The division should be divided into four organization units. The major unit should be an accounting and finance section headed by a director. This section should include department accounting, school finance (primarily to provide counsel and assistance to local school units), and federal accounting.

The division should also include (1) a personnel services unit to meet the department's increasing staff requirements and to assume major responsibility for professional and clerical manpower planning,

a formal performance evaluation system, personnel records, and salary administration; (2) an office services unit with primary responsibility for purchase, distribution, and inventory of office equipment, furniture, and supplies; mail and messenger services; printing and reproduction services; and space management functions; and (3) a surplus property unit with responsibility for the distribution of surplus property commodities.

(6) Upgrade the Department's Planning Activities as a Major Office Headed by an Executive Director Who Reports Directly to the State Superintendent of Public Instruction

A common nationwide criticism of public educational institutions is failure to plan adequately for future needs and aspirations. Few, if any, existing local school units in Wyoming individually have the resources to perform needed planning activities without aid. Consequently, greater emphasis should be given to planning functions by the State Department of Education for local school units and education in state institutions, as well as for the department.

The office should be headed by an executive director and divided into three organization units:

- . Curriculum and instructional planning
- . Budget and financial planning
- . Department planning

Two of the recommended units should render assistance to local school districts. The third unit should develop and maintain long-range plans for the department.

Members of the planning office should be particularly aware of educational trends to determine their implications for the department and local school units. They should be knowledgeable of planning techniques and qualified to assist other units of the department's organization in developing detailed plans to meet new and changing requirements of public education.

If planning is to be realistic and reflect the strength of existing programs and services as well as to translate efforts of this office into action-oriented activities, members of the planning office will be required to work in close cooperation and maintain close communication with other officials of the department.

- (7) Create an Information Services Office Headed by an Executive Director Who Reports Directly to the State Superintendent

A high priority should be given to providing a wide range of information to the general public; legislators; federal, state and local officials; and professional organizations as well as to members of the department. The department should be able to respond to these

requests with pertinent, timely, and accurate information. At present, the department does not have adequate capacity to do so; however, significant improvements have been made in recent months.

The information services requirements should be regarded as a major function of the department and afforded top level organizational status. The office should be divided into three operating units:

- . Educational information services
- . Statistical and reporting services
- . Data processing services

The educational information unit should be designated as the primary office for handling requests for general information and for channeling requests for specific data to appropriate department personnel. It should also prepare newspaper releases, information bulletins, publications, speeches, and articles as appropriate. In performing assigned functions, staff members will need to work closely with other members of the department and under the direct supervision of the executive director of the office.

The statistical and reporting unit of the office should assume primary responsibility for collecting all data required by other operating units of the department and for analyzing and interpreting data for reports and information purposes. The unit should provide basic data

for research units of the department, as well as for approved organizations and agencies outside of the department.

A third operating unit of the office should perform the department's data processing functions. The unit should have the capacity to develop overall concepts of automatic data collection systems, design data input forms for collecting pertinent data, and write programs for data collection systems.

(8) Make Minor Changes in the Organization for Vocational Rehabilitation

Relatively minor organizational changes will permit greater continuity of vocational rehabilitation services to state residents. Suggested changes are to:

- . Centralize responsibilities for services provided in state institutions by naming a director of institutional services reporting to the executive director of the office.
- . Change the role and responsibilities of the present supervisor of field services to those of a director and assign him responsibility and authority to direct field activities in order to make maximum use of resources and to serve the largest possible case load.
- . Create an administrative services unit to coordinate all administrative activities of the office.

These recommended changes should provide the executive director with greater opportunities to exercise overall direction and leadership of vocational rehabilitation services throughout Wyoming.

6. MAKE MAXIMUM USE OF PROFESSIONAL STAFF PERSONNEL

Much of the success of the department in the future will be the result of appropriate and prudent use of the department's personnel. To do so will require (1) delegation of responsibility and authority for decision-making, (2) use of effective communications within and among organization units of the department, and (3) retention of highly qualified and skilled personnel.

(1) Set Forth Specific Duties for Each Position and Organize Committee Structures

Officers in charge of each organization unit should be provided a written statement which describes the nature and scope of the responsibility and authority of the position. Guidelines for responsibility and authority should be detailed enough to delineate the scope and nature of the position but sufficiently broad to accommodate changing circumstances.

To facilitate and encourage communications, each organization unit office should establish a committee constituted of all subunit officials for which the office has direct responsibility. Committee structures should be formalized and meeting dates and agendas established. The unit manager should serve as chairman of the committee, and minutes should be taken at each meeting and distributed to committee members within three working days following the meeting.

The superintendent should have two primary standing committees. A superintendent's cabinet should be organized and meet formally once each week. The cabinet should be comprised of the officers of the five major operating units, reporting directly to the superintendent. The agenda should provide for announcements and procedural matters, but cabinet meetings should focus on major operating policies which depend upon the contributions and cooperation of the operating officers of the department.

A superintendent's management advisory committee should also be established. This committee should be comprised of the officials of the five operating units and the chief officers of the five subunits of the education division. Meetings should be held once each month. The purpose of the meetings should be to improve operations and maintain communications with regard to the educational programs and services of the department.

(2) Use the Services of Graduate School Interns for Routine Administrative Tasks

The department should enter into a cooperative program for one- or two-year residency internship programs with one or more graduate schools of education. In so doing, the department should be able to provide meaningful residency training programs; to have qualified

assistance for routine administrative tasks, thus relieving top administrative personnel for more important functions; and to engage qualified personnel for needed work at a lower cost than that required for regular full-time employment.

Initially, interns serving as administrative aids should be provided for the office of the superintendent, the education division, the administration division, and the information services office. When possible, similar staff assistance should be provided to the office of general education services and the office of vocational education services.

(3) Utilize Part-Time Personnel for Specific Tasks Until the Analysis of Work Loads Justifies the Employment of Additional Full-Time Staff Members

The department currently employs 124 full-time persons, of whom 56 are classified as professional and 68 as support personnel.

As the department places greater emphasis on providing support services to local school units, department officials should carefully consider the advisability of relying more on part-time personnel for many activities. Department officials should undertake an analysis of current and foreseeable work loads before employing additional full-time support personnel. Such analytical review of each major functional activity should indicate whether tasks could be completed equally well or better by part-time specialists.

Major program officials should assume greater responsibility for directing and coordinating the activities of personnel assigned to their functional areas, rather than creating additional positions to accomplish specific tasks which may not require full-time attention. For most terminal projects, committees of local school personnel should be used, headed by part-time specialists under the direction of department officials.

7. ENCOURAGE COORDINATION AMONG DISTRICTS UNDER THE COOPERATIVE SERVICES ACT OF 1969

Much larger administrative school units will be needed if the two highest priority needs identified in Chapter II of Volume I of this study are to be satisfied adequately. Larger administrative units are required to provide uniformity in the quality and scope of educational opportunities that are available to all school youth across the state. They also are needed to employ more effectively the rapidly increasing resources that will be required for Wyoming public school education. The 1969 school district reorganization legislation is a major step toward overcoming organizational obstacles to improved and more economic public school education. In addition, opportunities provided by the Cooperative Services Act of 1969 should be exploited.

(1) Recommend the Overall Roles and Functions To Be Assumed Through Cooperative Efforts

The Cooperative Services Act and the school district reorganization legislation of 1969 should preclude the need to establish intermediate or regional multischool districts, which would provide needed programs and services that cannot be justified by single districts. Cooperative services should be developed and operated as extensions of local school districts. Although the State Department of Education should encourage and facilitate their organization, cooperative service units should not jeopardize the integrity of member local school districts. They should, however, be extensive enough to justify their existence economically and educationally.

A number of factors should be suggested by the department of education to be considered in the establishment of cooperative service units, including:

- . Distances, which should not require more than one hour of travel time for students to each school.
- . Road patterns, highway systems, and topography.
- . Trading areas.
- . Social unity versus social diversity.
- . Population, including density, rate of change, and ethnic composition.

- . Reservoirs and drainage basins.
- . Hospital and medical services.
- . Boundaries of other government units.
- . Economic resources.

The governing board of cooperative services units should have broad contractual authority within budget allocations, including the authority to enter into contracts with private agencies for approved and funded programs and services. School district officials should also have the flexibility to participate in more than one cooperative service unit if, in so doing, needed programs and services can be provided more economically and effectively.

(2) Define the Administration of Cooperative Service Units Accurately

Cooperative service units should be administered as though the areas being served were a single unit. Responsibility for administration should be assigned to one of the participating school districts, with other school districts in the cooperative making policies and facilitating actions.

All officials of cooperative service units should prepare and adopt written statements defining objectives, roles, responsibilities

and means of communication and financing. Officials of the district with administrative responsibilities also should keep officials of participating districts informed of the relative success in the fulfillment of objectives as well as of operational progress and problems.

(3) Supplement Programs and Services of Local School Districts with Those of Cooperative Units

School districts should be encouraged to identify programs and services that can be provided best through cooperation with other school districts. Each school district should consider the relative advantages of joining a cooperative service unit to provide such programs and services as:

- . Vocational-technical education
- . Adult education
- . Services for exceptional youth
- . Health and psychological services
- . In-service education
- . Curriculum development
- . Instructional materials
- . Use of educational television, computer-assisted instruction, and other applications of technology to education
- . Educational research

- . Data processing
- . Purchase of materials and supplies commonly used
- . Use of special, but seldom used, equipment
- . Long-range planning

The placement of specific programs and services should be based upon the location of users and the maximum utilization of available resources. This should not preclude decentralization of the activities among member school districts.

8. RECOMMEND GUIDELINES FOR DETERMINING ATTENDANCE AREAS TO OFFICIALS OF REORGANIZED UNITS

The great sparsity of population in many areas of Wyoming precludes the establishment of state-wide standards for local attendance areas. However, guidelines for determining attendance areas should be developed by the State Department of Education. Local school officials should be encouraged to follow the guidelines when appropriate.

There is little general agreement among education authorities regarding the criteria to be used as guidelines for determining attendance areas. However, according to a review of relevant literature and our experience, it appears that each attendance area should contain at least minimum enrollments where possible. There should be at least

500 pupils for a high school and at least 50 pupils per grade for elementary and junior high schools. It is recognized, however, that the achievement of such minimum enrollments will not be possible in the more isolated areas of the state.

Local school officials should consider the factors suggested for consideration in establishing cooperative service units when determining attendance areas. However, the most important are:

- . Population density
 - . Distances which do not require more than one hour of travel time for students to reach school
 - . Road systems and topography
 - . Racial and socioeconomic characteristics of the population
 - . Social unity
9. URGE THE LEGISLATURE TO ESTABLISH, FOR STATE DEPARTMENT OF EDUCATION POSITIONS, SALARIES WHICH ARE MORE EQUITABLE WITH THOSE PAID IN OTHER STATES AND MORE COMMENSURATE WITH THE LEVEL OF RESPONSIBILITY

The State Department of Education is in competition with neighboring states, as well as with local school districts, for the employment of the best qualified available personnel to assume major responsibilities of the department. The high turnover of

persons in key positions in recent years is partially indicative of the department's inability to compete successfully. Salaries of department personnel should be fair and equitable and should be determined on the basis of the nature and scope of responsibilities in the respective assignments. Legislation should be passed to require that the state board submit, to each session of the legislature, recommended salaries for all State Department of Education positions for which the state legislature assumes jurisdiction.

10. CONTINUE TO EXPLORE OPPORTUNITIES FOR EXPANDING
AND IMPROVING PUBLIC EDUCATION THROUGH COOPERATIVE
MULTISTATE PROGRAMS

Several innovations in education, such as educational television and computer-assisted instruction, may offer considerable potential for the education system of Wyoming. State Department of Education officials should work closely with their counterparts in neighboring states to investigate the relative merits of these and other means of improving education in the state. Through the division of information services, department personnel should keep abreast of programs and services in other states which might hold promise for education in Wyoming. Appropriate department officials should work closely with existing multistate organizations that are working to improve education in the geographic region.

11. SOLICIT THE ASSISTANCE OF THE WYOMING EDUCATION ASSOCIATION, THE UNIVERSITY OF WYOMING, COMMUNITY COLLEGES, AND OTHER AGENCIES AND ORGANIZATIONS TO IMPROVE WYOMING PUBLIC EDUCATION

State Department of Education officials should continue to solicit the assistance of all organizations and agencies in the state which can contribute to the improvement of education in Wyoming. The department needs to keep appropriate state and local officials apprised of educational needs in the state and of what should be done for improvement.

Department officials should be encouraged to maintain communication with officials of other agencies and institutions in the state to obtain a consensus on actions which should be taken for the welfare of the education system and the youth of the state. Wherever possible, they should encourage and cooperate in projects of other state organizations and agencies leading to improved education.

* * * * *

This report has described briefly major recommendations for improving the organization and operations of the Department of Education. Implementation of the recommendations set forth should permit the department to be more responsive to the needs of the populace and provide the structure whereby the quality of public education throughout the state can be improved.

APPENDIX

III. CURRICULUM AND ITS DEVELOPMENT

1. Please check courses currently offered in the district. Indicate latest year the course was changed. Briefly describe the change and the grade levels affected.

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Language Arts</u>		
_____ English		
_____ Literature		
_____ Reading		
_____ Remedial Reading		
_____ Writing		
_____ Creative Writing		
_____ Journalism		
_____ Spelling		
_____ Library Instruction		
_____ Foreign Language		
_____ Dramatics		
_____ Other (List)		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Arithmetic - Mathematics</u> _____ Number Readiness		
_____ Elementary School Arithmetic		
_____ Junior High Mathematics		
_____ General Mathematics		
_____ Algebra		
_____ Geometry		
_____ Trigonometry		
_____ Analytical Geometry		
_____ Calculus		
_____ Other (List) _____ _____		
<u>Science</u> _____ Elementary School Science		
_____ Nature Science		
_____ Earth Science		
_____ Junior High School Science		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Science</u> (Continued)		
_____ Physical Science		
_____ Biology		
_____ Botany		
_____ Physics		
_____ Chemistry		
_____ Other (List) _____ _____		
<u>Music</u>		
_____ Elementary School Music		
_____ Junior High Music		
_____ Senior High Music		
_____ Band		
_____ Orchestra		
_____ Instrumental Music		
_____ Choral Music		
_____ Glee Club		
_____ Other (List) _____ _____		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Health and Physical Education</u>		
_____ Growth and Development		
_____ Elementary School Health and Physical Education		
_____ Junior High School Health and Physical Education		
_____ Senior High School Health and Physical Education		
_____ Other (List) _____ _____		
<u>Art</u>		
_____ Elementary School Art		
_____ Junior High School Art		
_____ Senior High School Art		
_____ Senior High School Crafts		
_____ Other (List) _____ _____		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Social Studies</u>		
_____ Elementary School Social Studies		
_____ Junior High School Social Studies		
_____ Civics		
_____ World History		
_____ American History		
_____ Government		
_____ European History		
_____ Afro-American History		
_____ Geography		
_____ Psychology		
_____ Sociology		
_____ Other (List)		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Driver Training</u>		
_____ Classroom Instruction		
_____ Behind-the-Wheel Instruction		
_____ Other (List) _____ _____		
<u>Vocational Education</u>		
_____ Prevocation Survey		
_____ Industrial Arts		
_____ Auto Mechanics		
_____ Agriculture Mechanics		
_____ Agriculture Business		
_____ Electrical Work		
_____ Woodworking		
_____ Metal Shop		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Vocational Education</u> (Continued)		
_____ Typing		
_____ Office Practice		
_____ Business Machines		
_____ Shorthand		
_____ Notehand		
_____ Secretarial Practice		
_____ Steno-Typist		
_____ Bookkeeping		
_____ Business Law		
_____ Business Mathematics		
_____ Business Economics		
_____ Business English		
_____ Junior High Home Arts		

III. Curriculum and Its Development (Continued)

CURRICULUM COURSES	Latest Year Any Course Change	Description of the Change and Grade Levels Affected
<u>Vocational Education (Continued)</u>		
_____ Senior High Home Arts		
_____ Home Nursing		
_____ Dress Design		
_____ Family Living		
_____ Mechanical Drawing		
_____ Other (List) _____ _____		

2. Indicate how you coordinate your course material from one grade level to another through the subjects.

3. What plans do you have for adding subjects or classes to your district curriculum in the next two to five years?

IV. TEACHER PREPARATION

What teacher-training programs does your district hold for improving the quality of teaching?
Please indicate by the appropriate title of the program who conducted the training and the frequency
of the training.

[illegible]

V. TEACHER CERTIFICATION

1. Indicate the type of certification of faculty members.

Levels	Total Number Holding Each Type of Certification					
	Substitute	Limited	Initial	Standard	Professional	Life
Elementary School Faculty						
Junior High School Faculty						
Senior High School Faculty						
Total						

VI. INSTRUCTIONAL METHODOLOGY

Please indicate any changes in instructional methodology incorporated in the district within the last five years and, also, planned changes in the next five years.

1. Changes in methodology in the last five years:

<u>Nature of Change</u>	<u>Grade Level</u>
_____	_____
_____	_____
_____	_____

2. Planned future changes in methodology in the next five years:

<u>Nature of Change</u>	<u>Grade Level</u>
_____	_____
_____	_____
_____	_____
_____	_____